

## 4 . P A R K S , R E C R E A T I O N , T R A I L S A N D O P E N S P A C E



### O V E R V I E W

The City of Tigard provides park services consisting of parks, trails, and open space to the area within the City limits. These public lands and facilities are highly appreciated by Tigard's residents and are major quality of life amenities. They become especially important as the City begins to approach full development.

The Tigard park system includes 169 acres of City parkland and 182 acres of greenway and other preservation-oriented sites. These figures equate to 3.7 acres of developed area and 4.0 acres of natural area per thousand residents. Most of this park and greenway land is located within the floodplain. In addition to parks and open spaces, Tigard has developed a successful trail program, consisting of 9 miles of completed trails. These trails provide both recreation opportunities and transportation links throughout the community. A major source of parkland acquisition and development funds has come from the park System Development Charge (SDC) on new development, first imposed in 1977.

The City does not operate a recreation program and is not served by a special park and recreation district. The *Tigard Park System Master Plan* covers the city proper and the unincorporated Urban Services Area. The plan includes a detailed action element intended to provide operational guidance to the development of the Tigard system. Subsequent to the master plan's adoption in 1999, the City added 19.3 acres of parkland and 24.1 acres of greenway. Because of population increases during the same period, the City's existing level of service to 2006 held steady at 7.7 acres per thousand population.

In 2005, the City adopted a new park SDC methodology based on a parks capacity program that addresses selected needs identified in the *Park System Master Plan* and in the 2004 *Bull Mountain Annexation White Paper on Parks and Open Space*. The March 1999 Council resolution adopting the *Park System Master Plan* indicates that the 11.0 acre per thousand population standard proposed in the plan is an aspirational, as opposed to an operational, standard. As discussed later, the new SDC study established a much higher or "capacity increasing" level of service as the City's operational standard.

This topic consists of several sections: a) Parklands, b) Other Parks, Open Space and Recreation Facilities, c) Trails, d) Recreational Programs, e) Maintenance, f) Funding, and g) City Park Development Initiatives.

### Statewide Goals

Two Statewide Planning Goals, numbers 5 and 8, provide the broad framework for local park and open space planning efforts. Goal 5 is a catch-all goal that addresses Natural Resources, Scenic and Historic Areas, and Open Spaces. Its stated purpose is to conserve and protect natural and scenic resources. It accomplishes this by mandating that "programs shall be provided that will 1) ensure open space; 2) protect scenic and historical areas and natural resources for future generations; and 3) promote healthy and visually attractive environments in harmony with the natural landscape character." With regard to parks and open space planning, the direction given is that the "needed" amount of open space shall be conserved based on locally determined standards for the amount, distribution, and type of open space. Goal 8, Recreational Needs, is intended to "satisfy the recreational needs of the citizens of the state and visitors." Under this goal, government agencies responsible for providing park services are required to plan for recreation areas,

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facilities, and opportunities “1) in coordination with private enterprise; 2) in appropriate proportions; and 3) in such quantity, quality and location as is consistent with the availability of the resources to meet such requirements.”

The remainder of this chapter details how the City addresses these general goals.

### I N V E N T O R Y

#### A. PARKLANDS

**Applicable rules, statutes and plans that impact the park system within the City include:**

1. Statewide Planning Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources
2. *Urban Growth Management Functional Plan*
3. Clean Water Services *Design and Construction Standards*
4. *The Tigard Transportation System Plan*
5. *The Tigard Park System Master Plan*

Parklands and natural areas in Tigard are classified in the *Park System Master Plan* as follows (See Table 4-23 and Map 4-3): The Special Use Area classification also has been added to reflect park facilities developed since the adoption of the *Park System Master Plan* that do not meet any other definition.

#### *Parklands*

**Pocket Parks** (2,500 square feet to 2 acres):

Pocket parks provide recreation opportunities for residents in areas not adequately served by neighborhood parks, such as town centers or areas of high density development. Pocket parks may include passive or low intensity activities, such as children’s play areas, pathways, multi-use paved areas, public art, small scale sports facilities, seating, picnic areas, community gardens, multi-purpose performance space, and landscaping.

**Neighborhood Parks** (4 to 14 acres):

Neighborhood parks are the foundation of the parks and recreation system, providing accessible recreation and social opportunities to nearby residents. When developed to meet neighborhood recreation needs, school sites may serve as neighborhood parks. Neighborhood Parks should include both passive and active recreation opportunities, such as children’s play areas, informal sports areas, picnic facilities, public art, open turf areas, landscaping, community gardens, and pathways. Security lighting may be provided if needed.

**Table 4-23: City of Tigard Parks Inventory**

Classification	Park Name	Size
Pocket Parks (2,500 sq ft to 2 acres)	Liberty	0.75
	Commercial	0.68
	Main Street	0.25
	Windmill	0.15
Neighborhood Parks (4 to 14 acres)	Woodard	10.06
	Bonita	5.57
	Jack	5.50
	Northview	3.45
Community Parks (Greater than 15 acres)	Cook	79.05
	Summerlake	23.80
Linear Parks (No size range)	Commercial	0.75
	Englewood	14.97
	Fanno Creek	31.50
Special Use Area (No size range)	Potso Dog Park	3.80
	Jim Griffith Memorial	0.25
	Skate Park	
Natural Areas (No size range)	Greenspace/Greenway	182.00
Source: Community Development Department, 2006		

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### **Community Parks** (Greater than 15 acres):

Community parks provide a variety of active and passive recreational opportunities for all age groups. These parks are generally larger in size and serve a wider base of residents than neighborhood parks. Community parks often include developed facilities for organized group activity as well as facilities for individual and family activities. In addition to those amenities provided at neighborhood parks, community parks may include sports facilities for team play, group picnic areas, skateboard and rollerblade facilities, natural areas, botanical gardens, amphitheaters, festival space, swimming pools, interpretive facilities, and community centers. Higher quality children's play areas may be provided to create a family play destination.

### **Linear Parks** (Of adequate size to protect natural resources and accommodate intended uses):

Linear parks may be developed along built or natural corridors to provide opportunities for trail-oriented outdoor recreation. Linear parks may also provide some active and passive recreation facilities to meet neighborhood needs, especially in areas not adequately served by traditional neighborhood parks. Linear parks connect residences to major community destinations. Linear parks can include paved or soft-surface trails to accommodate jogging, biking, walking, skateboarding, dog walking, horseback riding, canoeing or rollerblading. Active and passive recreation facilities may include small-scale sports facilities, such as basketball hoops, public art, picnic tables, lighting, community gardens, and landscaping.

### **Special Use Area** (variable depending on desired size)

Special use areas are public recreation lands that are specialized or single purpose in nature. Examples are dog parks, skate parks, golf courses, display gardens, recreation centers, and a wide range of other activities and facilities. City facilities that fall into this classification include Potso Dog Park and the proposed Jim Griffith Memorial Skate Park. **Special use area** is often a catch-all category to place park facilities that do not meet any other definition.

### *Natural Areas:*

#### **Greenspace/Greenways** (Size should be adequate to protect the resource):

A greenspace or greenway is an area of natural quality that protects valuable natural resources and provides wildlife habitat. It also provides opportunities for nature-related outdoor recreation, such as viewing and studying nature and participating in trail activities. Development features that support outdoor recreation and trail-oriented recreation, such as trails, picnic areas, benches, interpretive signs, and native landscaping, may be provided. Trail amenities, such as small scale parking, portable restrooms, bike racks, and trash enclosures, may be included.

### **Trails and Connectors**

These are public access routes for commuting and trail-oriented recreational activities including sidewalks, bikeways, multi-use trails, and paths. Width of the trail and right-of-way depends on its intended use and location. A variety of pathway types are needed to accommodate activities such as walking, running, biking, dog walking, rollerblading, skateboarding, and horseback riding. Trails can be located within parks, within linear parks and greenways, or be designed as a part of the citywide transportation system. Waterways can provide trail-like facilities for boating and canoeing. Each type of trail should be designed to safely accommodate users, and meet recognized design standards.

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### Park Needs

The *Tigard Park System Master Plan* identifies 21 underserved neighborhoods inside the City. To meet the park needs of these areas, the plan identifies the need for the creation, renovation, or expansion of 2 pocket parks, 10 linear parks, 8 neighborhood parks, and 4 community parks. Subsequent to the master plan's adoption, the development of 1 pocket park currently is underway (along Bull Mt Road), 3 neighborhood parks (Northview, Bonita, Woodard) have been completed or expanded, and 2 community parks have been expanded and/or renovated (Cook, Summerlake).

This gives a revised estimated need for 1 pocket park, 10 linear parks, 5 neighborhood parks, and 2 community parks. Although not taken into account or recognized in the parks master plan, 3 of the neighborhoods identified as park deficient are served by school playgrounds, each of which includes some neighborhood-level park facilities, such as playfields and play equipment, but no picnic facilities or natural areas. Among park deficient neighborhoods, clearly a neighborhood with a school playground is better off than a neighborhood with no playground.

As of 2007, based on residential development within a half mile radius of a public park or usable open space, the level of park facilities and development varies widely (See Map 4-4). The area most served by existing City parks and school playgrounds is northwest Tigard, which includes three parks and two school sites, all within close proximity to each other. Other highly served areas are central Tigard and south Tigard around Cook Park and Tigard High School. The area where neighborhood parks needs are greatest is the summit and south slope of the incorporated Bull Mountain area. Other underserved areas are southwest Tigard and the north Triangle and northeast Metzger areas.

As the city approaches buildout, the biggest challenges facing the park system are meeting existing park deficiencies and the park and open space needs generated by new development. Significantly, a 1996 survey and evaluation of vacant areas within the City to meet park and open space needs excluded sites smaller than five acres. This was because of the high maintenance costs associated with them and because of the then-current and still existing City policy against the acquisition of small sites.

Today, with vacant land acreage diminishing and land costs rising (residential land values increased by 37% in 2006 alone), smaller sites within neighborhoods are attracting renewed attention. An example of this new focus on smaller sites includes the City's 2006 acquisition of a 2.7-acre site on Bull Mountain for a combined neighborhood park and underground reservoir. Another example from 2006 is the City's acceptance, in lieu of park SDC fees, of two small open spaces within the recently approved Dakota Glen subdivision located on North Dakota Street. A third example is the City's current pursuit of a 1.2-acre site located in an east Tigard neighborhood.

In addition to the limited supply and high cost of land, the rationale for the City's new approach to parkland acquisition and development is that small sites within neighborhoods provide close-by recreation opportunities and visual amenities for neighborhood residents and improve the livability of neighborhoods. Small parks also can contribute to neighborhood identity.

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As another approach to dealing with the problem of inadequate land supplies, the *Tigard Park System Master Plan* recommends the City pursue joint use agreements with the Tigard-Tualatin School District, Tigard Water District, and other partners to share the cost of land acquisition, facility development, and maintenance. As stated in the *Park System Master Plan*:

Tigard is struggling to maintain its quality of life as the City and the area around it continues to become more densely populated. Vacant land is scarce . . . It will not be possible to meet the community's need for park facilities solely through land acquisition. Emphasis should be placed on alternative methods, such as: developing joint use agreements to develop park facilities on existing publicly-owned land. Partnerships between the City and school district should be on the agenda. In addition, the City . . . should initiate joint use agreements with [Clean Water Services] to ensure effective use of available resources.

### B. OTHER PARKS, OPEN SPACE AND RECREATION FACILITIES

In addition to City-owned lands and facilities, many non-City-owned lands and facilities serve the park and leisure needs of Tigard residents (see Map 4-5). These include a variety of public and private open spaces located inside or proximate to the City. Those bordering the City include Metzger, Durham, Tualatin Community, and Greenway Parks.

- Local schools provide many of the same recreation and leisure opportunities found in neighborhood and community parks. Altogether, the Tigard-Tualatin School District's current inventory of public open space in Tigard includes approximately 109 acres. Residents have access to facilities at six elementary schools, two middle schools, one high school, and three other school district sites. A caveat is that the school district has not had adequate funds to maintain its fields for public use. Additionally, because of the fewer recreation amenities they provide, no local school is identified in the *Park System Master Plan* as meeting neighborhood recreation needs.
- The Wetlands Conservancy owns and manages two wetland properties within the City. These include the 3.5-acre "Hart Wetland", located near Jack Park, and the 1.9 acre "Knez Preserve", located near Hwy 217, between Hunziker Road and Park 217 Business Park. This latter site is one of the few known "Tufted Hairgrass" prairies in the Portland Metropolitan area, a plant community in great decline in the Willamette Valley.
- The John Tigard House, built in 1880 on Canterbury Lane, is one of two Tigard sites listed on the National Historical Register. It is significant in its association with the son of Tigard's namesake and as an example of early frame construction. It is owned by the Tigard Historical Association and is open to the public the third Sunday of every month. The land is leased from the Tigard Water District and is the site of the original donation land claim.
- Metro owns approximately 27 acres of parkland within Tigard, consisting of two larger and several smaller sites. The land was acquired through an open space and parks bond measure approved by the region's voters in 1995 that enabled acquisitions of natural areas and related lands in the metropolitan

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area. In 1998 and 2000, Tigard entered into intergovernmental agreements (IGAs) with Metro for City management of Metro-purchased greenspace properties located inside the City. With some exceptions, the IGAs obligate the City to manage the properties as natural areas. Before the properties can be opened for formal public use, the City is required to develop site-specific management plans with public involvement. The plans, which are subject to Metro Council approval, are required to set forth the types and levels of public use, the location of trail and other improvements, and specific management and maintenance standards. The City has developed one such plan to date.

- Metzger Park is a 7-acre park located in unincorporated Metzger at the corner of Hall and Hemlock. The park, which includes an indoor rental facility, is maintained by Washington County Facilities Management. The existing park was improved in the mid-1970s through the formation of a local improvement and maintenance district.
- Greenway Park is a mile-long linear park located in Beaverton immediately upstream of Tigard's Englewood Park and continuing to Hall Boulevard. Like Englewood, Greenway Park is located along a portion of the Fanno Creek Trail and provides opportunities for trail-oriented active and passive outdoor recreation. In addition to the trail, which includes two large loops along its route, park improvements include play structures, basketball courts, and open playfields.
- The Tualatin River Pedestrian Bridge, scheduled for completion in early 2007, spans the Tualatin River between the cities of Tualatin and Durham. The 250-foot long, 12-foot wide bridge is part of a three-city strategy to construct a pedestrian bridge over the Tualatin River that will interconnect the trail systems and major parks of the adjoining cities of Tigard, Tualatin, and Durham. Tigard contributed some half million dollars toward the \$2.9 million cost of the bridge. In 2006, the City completed a trail extending from Cook Park that will serve as a connecting approach to the bridge for Tigard residents.
- The new bridge and trail will provide pedestrian access to the large-acre Durham and Tualatin Community Parks, both of which border the Tualatin River. The some 55-acre Durham Park primarily is a natural area with few facilities. The 27-acre Tualatin Community Park includes both natural areas and facilities. Notable among the latter are an award-winning skate park, tennis and basketball courts, and three sports fields.
- In 2006, some 16 years after it was first conceived and 13 years after its official establishment by the federal government, the Tualatin River National Wildlife Refuge took its place among the most important publicly accessible natural areas in metropolitan Portland. June 2006 marked the completion of the first phase of visitor use facilities and the Refuge's official opening to the public. Located west of Tigard along both sides of the Tualatin River, the Tualatin River National Wildlife Refuge is notable as one of only ten urban refuges in the National Wildlife Refuge System. The first land acquisition for the Refuge occurred in 1992. Today, 1,580 acres of an eventual 3,060 acre Refuge are in public ownership and managed by the US Fish and Wildlife Service.

The Refuge consists of floodplain and wetland habitats. Each year, thousands of migrating waterfowl use these habits. Threatened and sensitive species that frequent the Refuge include peregrine falcon,



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bald eagle, western pond turtle, dusky Canada goose, northern red-legged frog, and winter steelhead. The Tualatin River National Wildlife Refuge is important to the Tigard community because it enhances the quality of life for Tigard-area residents. The western portion of the refuge is located opposite Beef Bend Road and has natural drainage linkages to the Bull Mountain area. As a wild place, the refuge will preserve precious habitat and open space along the western edge of the Tigard urban area. The refuge also provides a range of close-to-home recreational, educational, and volunteer opportunities for Tigard-area residents. In the future, Refuge-related recreational activities could include pedestrian and bicycle linkages between the Refuge and the proposed Westside Trail. The refuge also will economically benefit the City. Many Refuge visitors who live outside the city will spend their recreational money in the local economy.

### C. TRAILS

Completed sections of the Tigard trail network have become a prominent attraction for community residents (see Map 4-6). These trails are not only very popular recreational amenities by themselves, but also serve a significant number of transportation oriented trips, i.e., commuting, shopping, etc. Tigard's trails function as conduits between various destinations and as recreation destinations in and of themselves.

The City does not have a plan or document that specifically deals with trail locations and development within the community. The main planning document focusing on trails is the *Tigard Park System Master Plan*. It includes a short section devoted to City trail needs, plus the depiction of an interconnected network of four trails in the *Park Master Plan Map*.

The four trails identified in the parks master plan include the Fanno Creek, Pathfinder-Genesis, Summer Creek, Krueger Creek, and Tualatin River Trails. In 2001, the *Washington Square Regional Center Plan* identified a loop trail around the Washington Square area, with the existing Fanno Creek Trail forming some two miles of the roughly 5 mile long loop. The Washington Square Loop Trail later was incorporated into the Metro Regional Trails Map. The lower or southern portion of this trail is located within Tigard. These five trails make up the official City trail system and are intended to be multi-modal and shared use, serving walkers and bicyclists.

Tigard's official trails are in various stages of completion. The Tualatin River and Fanno Creek Trails, identified in the 1984 *Comprehensive Plan* as the "backbone" of the City's trail system, are approximately 85% and 60% completed, respectively. At the other end of the scale, the Powerline Trail on Bull Mountain exists only as a line on the City trail map, with no sections designed or installed. Although only recently defined as a City-recognized trail, a segment of the Washington Square Loop Trail (Hwy 217-Hall Boulevard) is programmed for 2008 construction. Altogether, approximately nine miles of trail have been completed within the City since its incorporation. In recent years, the main focus of trail efforts has been on the completion of the Fanno Creek Trail, with a priority on infilling gaps between existing segments.

Returning to the subject of a trail system master plan, or, more specifically, the need to create a plan and schedule of actions to address the City's long range trail needs, examples of questions typically addressed in a trail master plan are:

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- What are the gaps in the trail system and the steps necessary to close them?
- What are the long range improvements desired for each trail?
- What is the appropriate surface for the trail system?
- Does the trail system need trail heads and where should they be located? What facilities should they include?

Examples of potential Tigard-specific trail questions include:

- No segments of the Summer Creek or Krueger Creek trails have been completed or scheduled for construction. These are examples of trails “on paper” only. (An exception in the case of the Summer Creek Trail is that the City has completed trail sections internal to Summer Creek Park.) Is the installation of all or portions of these trails feasible in terms of the physical and other constraints associated with each corridor? Do community and stakeholder groups support the construction of all or portions of these trails?
- What options are available for the Bonita Road/Durham Road segment of the Fanno Creek Trail? This segment includes multiple owners and developments located, in the case of some properties, within 25-feet and closer to the top of Fanno Creek bank. Cooperative efforts by Metro over a four-year period to acquire right-of-way for a continuous streamside trail within this portion of the trail corridor have achieved limited success.
- Can the Durham Road/Tigard City limits segment of the Fanno Creek trail realistically be accomplished, given this corridor’s extreme physical constraints, i.e. elevated rail bed, sewerage plant development, meandering creek, and deep gullies? The question regarding this particular problem segment, or “trouble bubble”, is timely because the City of Durham has budgeted funds to complete the inter-connecting Durham portion of this segment.
- The Pathfinder/Genesis trail consists of paved and unpaved sections. Many of the paved sections are in poor condition. The same is even more true of the unpaved sections, which generally are narrow and overgrown and not ADA accessible. What upgrades are appropriate for this trail given the corridor’s high natural resource value?
- Is it possible to complete the inter-connection of the existing SW 85th Avenue, Tualatin River, and City of Durham Trails to create a loop trail within the south Tigard-Durham area? Some three-fourths of this proposed loop currently is in place. Difficulties to closing the one missing link include physical constraints, chiefly, an elevated rail corridor and extensive wetlands, and the need to work with, depending on the route chosen, up to three landowners.
- Does Commuter Rail, which includes the construction of an unpaved service road along much the rail corridor, provide an opportunity for an integrated trail-with-rail project or series of projects?
- The 2006 *Tigard Downtown Implementation Strategy* advances the concept of a rail-to-trail project generally located between Tiedeman and Main. According to the strategy, “The railroad right-of-way on the north side of Tigard Street will be abandoned in conjunction with the Commuter Rail Project, providing a 35-foot right of way for a potential trail corridor.” How should this trail, together with the remaining unused land within the corridor, be designed in order to be consistent with the design ideas contained in the *Tigard Downtown Improvement Plan*?
- Are there other trail possibilities in the community, besides the five trails identified in the *Park System and Washington Square Master Plans* and those listed above?



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- State, regional, and adjacent community trail plans and documents form the framework for the planning and implementation of the Tigard trails system. The next section will focus on this larger context.

### **Oregon Trails Plan**

In 2005, the State adopted *Oregon Trails 2005-2014: A Statewide Action Plan*. This plan, consisting of goals, objectives, and strategies, is the state's official plan for recreational trail management for the ten year period to 2014. It serves as state-wide and regional information and planning tool to assist Oregon recreation providers in providing trail opportunities and promoting access to Oregon's trails and waterways.

The following are the top three regional trails issues identified within the Northwest Trails Planning Region, defined as including Washington County and thirteen other counties:

1. a need for trail connectivity within the region providing access from urban to rural trails, connections between public facilities, parks and open space, and connections from state and regional trails to community trails;
2. a need for additional non-motorized trails (for all user types)—especially in close proximity to where people live; and
3. a need for additional funding for non-motorized trail acquisition and development.

For all intents and purposes, these state-identified issues are consistent with Tigard local and Metro regional trail issues and priorities.

### **Regional Trail System**

In 1992, Metro established a regional network of interconnected trails and corridors in the *Greenspaces Master Plan*. Existing trails planned and developed in the region were the foundation for the proposed regional system. The regional trails are intended to provide access to most communities within the metropolitan area and selected connection points to adjacent counties. As with the Tigard trails identified in the Tigard Parks Master Plan map, the regional trail plan has not been fully implemented and there remain many uncompleted sections.

The Tigard trail system is part of this larger, interconnected regional trail network and includes portions of four regional trails. The four are the Fanno Creek, West Side (or Powerline), and Tualatin River Regional Trails, plus the Washington Square Loop Trail. The Fanno Creek Regional Trail extends from Willamette Park in Portland to the Tualatin River pedestrian bridge. The West Side Trail is another major north-south connector and extends from Forest Park to the Tualatin River under the BPA powerline. The Tualatin River Regional Trail is designated as a water-based trail. Water-based trails are on rivers that are navigable by small craft. These trails provide water-based recreational opportunities, offering connections that might not be feasible on land-based trails. They include trail-like facilities for boating and canoeing.

### **SW Trails Group**

The SW Trails Group, a standing committee of the SW Neighborhoods of Portland, developed a *SW Urban Trails Plan* that was adopted by the Portland City Council in 2000. The plan proposes five east-west and two north-south trails. Trail 3, the Willamette River to Fanno Creek Greenway Trail, connects with the Fanno Creek Trail in Garden Home. Trail 5, which also begins at the Willamette River, approaches the

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Washington County line at Dickinson Street. The SW Trails Group has requested that this trail connect to the regional trail circling Washington Square, specifically at Metzger Park. SW Trails has identified an on-and off-street tentative route proposed to be considered for inclusion on the Tigard Parks Master Plan map. It generally follows easily walked streets to get SW Portland area walkers to Metzger Park and the Washington Square Loop Trail.

### **Tigard Neighborhood Trail System**

In addition to the official, City-wide trail network, another important opportunity for trail connections within the community are neighborhood trails. These trails are the most difficult type of trail to identify, monitor, and preserve. They primarily are informal, soft surface trails, which appear on public and private property throughout the City. Neighborhood trails can connect neighborhoods to the City trail network or provide recreational opportunities separate from the City system.

The 2002 *Tigard Transportation System Plan*, or TSP, contains a set of goals and policies to guide transportation system development in Tigard. Several of these policies pertain specifically to neighborhood pedestrian needs. For instance, Goal 2, Policy 5 states that bicycle and pedestrian plans shall be developed to link to recreational trails. Strategy 7, “Pedestrian Corridors that Connect Neighborhoods,” puts priority on linking neighborhoods together with pedestrian facilities. This is described as including walkways at the end of cul-de-sacs and direct connections between neighborhoods to avoid “walled” communities.

In the case of new development, through the use of code provision requiring hard surface bicycle and pedestrian connections on public easements or rights of way every 330 feet, City development staff has been fully implementing the TSP provisions regarding block links and pedestrian connectivity. Impact studies are used to provide for future trails by requiring dedication of easements through plats that are on trail routes proposed in the park plan.

The City has been less proactive in addressing gaps in the pedestrian system within older neighborhoods. Many of the subdivisions developed in Tigard in the sixties and seventies did not provide sidewalks or pedestrian connections between neighborhoods. These historic gaps in the pedestrian walking system become more important as land development and activity grow, creating increased demands for an integrated pedestrian system.

Suggestions for filling in these missing links include conducting an inventory of potential hard and soft surface trail connections within neighborhoods. The City could accomplish this by working with various trail user and neighborhood groups to identify existing neighborhood trails. These same groups could be asked to make suggestions for projects that would help create better linkages into and within neighborhoods. A number of site-specific needs already have been identified and catalogued in the Metzger area by the Friends of Tigard-Bull Mountain Trails group.

The City’s newly established sidewalk in-fill program provides \$200,000 annually for sidewalk improvements. This program, combined with a neighborhood trail program, which includes benefits to property owners who would allow public use of some portion of their property for trail purposes, could

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provide the additional connections needed to form a truly integrated system for non-motorized circulation throughout the City.

The Lake Oswego Neighborhood Pathway Program, which began in 2002 and involves a number of different groups within the community, potentially could serve as a model for a similar program in Tigard.

### Willing Seller Policy

In the past, the City has followed a de facto or unofficial policy of not condemning land for trail right-of-way. This unofficial policy has led to significant gaps in the trail system. In particular, the City has reached the point of progress where in-filling gaps in the Fanno Creek trail cannot be achieved because of unwilling sellers. Most of the Fanno Creek properties in question are industrially-zoned. In a riparian corridor that is reaching build-out, the City has few choices about where to look for trail development. As alluded to in the Funding section of this report, another major hindrance to trail development is the 2005 imposition of a 23% per project limit on the use of Park SDC funds to acquire land and develop trails.

Table 4-24: Tigard Local Recreation Opportunities	
Program	Description
Tigard-Tualatin School District	The School District sponsors organized sports for school-aged residents. This includes varsity sports programs at both high schools.
Tigard Youth Association	Sponsors youth programs including Drug Abuse Resistance Education (DARE) for 4th and 5th grade students, Gang Resistance Education and Training (GREAT) for 7th grade students, Peer Court, Kids Day/Bicycle Rodeo, and two-week summer camps. The non-profit organization also offers scholarships for youth participation in sports programs sponsored by the school district.
Twality and Fowler Middle Schools	After-school programs including activities of interest to their particular group of students. In the past, these have included sports, hip-hop dance, crochet, and robotics.
Police Activities League (PAL)	PAL also operates weekday after-school programs at Twality and Fowler Middle Schools. PAL is a non-profit organization that provides educational and recreational programs to youth of the Tigard Area. PAL strives to connect law enforcement and youth in a positive way. Members may take advantage of a wide range of educational, athletic, and arts and crafts programs. Activities also include a learning or homework help center. The local PAL is operated independently with support and direction from the Tigard Police. Participants are provided transportation home at the end of day.
Youth sports leagues	Youth sports leagues operating in Tigard include: Tigard Basketball Association, Tigard Junior Baseball, Tigard Little League, Tigard-Tualatin Babe Ruth, Tigard Youth Football, and Southside Soccer Club. Atfalati, a non-profit group, was organized in the late 1990's to support these team sports.
Adult Leagues	A few adult soccer and other sports leagues use City-owned playfields. None of these are Tigard-based groups, but some presumably include Tigard-area residents among their team members.
Tigard Swim Center	The Center, owned and operated by the School District and located on the Tigard High School campus, offers early morning, noon, and evening adult lap swim times, adult water exercise classes, and public preschool swim programs. It is also available for rental by public or private organizations, mainly on weekends.
Source: Community Development Department, 2007	

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### D. RECREATIONAL PROGRAMS

As noted, the City does not sponsor a recreation program and is not served by a special park and recreation district. In consequence of this, residents, especially adults, have limited opportunities to participate in recreation programs. Local opportunities that are available to City residents are listed in Table 4-24.

Tigard residents, including those located within the Beaverton School District, are not included in the Tualatin Hills Park & Recreation District, but may elect to pay out-of-district fees to participate in its programs and use its facilities. However, in-district residents receive first priority when registering for classes or programs and out-of-district use is subject to available capacity.

In 2000, a ballot measure sponsored by a non-profit group to form a recreation district within the area served by the Tigard-Tualatin School District was defeated at the polls.

Table 4-25: Private Environmental and Special Purpose Groups in Tigard	
Organization	Description
Tualatin Riverkeepers	A community-based organization, established in 1989, working to protect and restore Oregon's Tualatin River system. The Riverkeepers build watershed stewardship through public education, access to nature, citizen involvement and advocacy. The Riverkeepers are responsible for the 162-page Exploring the Tualatin River Basin, published by the Oregon State University Press. This is a guide to the wildlife, ecology, and history of the Tualatin River Basin. In 2000, the City contributed to the cost of the field guide's first-year publication. In subsequent years the City has provided partial funding for the Riverkeeper's Trips and Tours Program, Construction Erosion Guide, Access Guide Signs, and volunteer restoration events at Bonita Park. In 2006, the Riverkeepers provided major advocacy on behalf of a City \$2.5 million Metropolitan Transportation Improvement Program grant request to finance the "green" redesign of the southern half of Main Street.
Fans of Fanno Creek	Formed in 1991, volunteers are dedicated to the protection, restoration and enhancement of Fanno Creek and its tributaries. In 2004, the Fans supported the City's successful request for state grant funds to finance the construction of the Tualatin River Trail segment between Cook Park and the Tualatin River pedestrian bridge.
Friends of the Refuge (FOR)	A community-based volunteer organization supporting the Tualatin River National Wildlife Refuge. It is dedicated to the protection and restoration of the Refuge for the benefit of fish and wildlife and for public education and recreation. In 2006, the City contributed to the cost of a FOR-organized refuge grand opening event.
Tigard Dog Parks Committee	A volunteer group, now consisting of some 55 people, that monitors compliance with rules for use of Tigard's three dog parks and assists with day to day and annual maintenance. In 2001, the committee contributed \$1,000 toward the cost of constructing Potso Dog Park.
Tigard Skate Park Task Force	This task force grew out of a 2001 Mayor's Youth Forum proposal for the construction of a skate park in Tigard. The task force was instrumental in raising private donations to partially finance a proposed facility. This skate park, scheduled for 2007 construction, will be named after the late Mayor Jim Griffith, who was an avid supporter of Tigard youth and a strong advocate of the park.
Friends of Tigard-Bull Mountain Trails	The group was formed in 2006 with goals to promote the use of the trail system, cooperate with unincorporated Bull Mountain on trail development, and create an up-to-date trails map. This group recently endorsed a Metro-sponsored Westside Trail federal transportation grant proposal. The trail includes Tigard and unincorporated Bull Mountain portions.
Source: Community Development Department, 2007	

## 4 . P A R K S , R E C R E A T I O N , T R A I L S A N D O P E N S P A C E



In 2006, the Park and Recreation Advisory Board adopted as two of its goals the establishment of a small City recreation program in FY 2007-2008 and consideration of a local tax levy election to be conducted in November 2008 to provide funds to begin a comprehensive recreation program in Tigard.

### **Private Environmental and Special Purpose Groups**

In addition to the organizations that provide youth-oriented sports and recreation activities, several other groups based in or near Tigard offer a range of recreation-related educational and volunteer opportunities for local residents of all ages (Table 4-25). Three of these groups, the Tualatin Riverkeepers, Fans of Fanno Creek, and Friends of the Refuge, are private environmental or natural resource groups. Two, the dog and skate park groups, are loosely affiliated with the City, but are not official City-sponsored citizen groups. The focus of the private Friends of Tigard-Bull Mountain Trails is the bicycle/pedestrian trail network. As described in the table, the City interacts with each of these groups to different degrees, and many local residents belong to or support one or more of these groups.

## **E. MAINTENANCE**

The City of Tigard's park system facilities range from high-maintenance, intensive-use areas to lower-maintenance wetlands and habitat areas. At present, all facilities are well maintained. Although most maintenance is provided by the City itself, some sports fields are maintained by the Atfalati Recreation Association and some other facilities and grounds are maintained by private contractors.

Problems found during an evaluation of existing facilities conducted in the late 1990's as part of the park system master planning effort were:

- Flood damage to trails, including broken asphalt, silting, and mud deposits;
- Drainage problems on sports fields;
- Lack of Americans with Disabilities Act (ADA) accessibility;
- Safety hazards in children's play areas; and
- Lack of access to parks by public transportation.

Since that time, the above noted problems have been addressed as follows:

- A regular trail replacement plan repairs and resurfaces trails;
- Drainage on the sports fields has been improved;
- Implementation of an intensive, in-house field renovation program has improved the playability of sports fields;
- Regular ADA upgrades are improving accessibility in the parks. In 2000, the City underwent an ADA assessment of all facilities, including park facilities. This study guides regular ADA improvements. All new facilities meet current ADA requirements when constructed;
- Play areas have been put on a routine schedule of replacements and improvements. Currently, only a few remaining playgrounds do not meet present standards for safety. These playgrounds have been placed on a replacement schedule. The City also keeps several Certified Playground Inspectors on the park crew.

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In the period since 1999, park crew size has increased from 7 to 9 field personnel. The City also has added a City Arborist and a Park Manager, who primarily deals with planning issues.

### F. FUNDING

As mentioned earlier, the City's main funding source for parks is a park system development charge (SDC). This charge is imposed on both new residential and, since 1996, non-residential development. The fee structure is updated annually using an index formula based on land and construction cost increases.

In January 2005, Council adopted a new SDC methodology and fee structure based on a parks capacity program that addresses selected needs identified in the 1999 *Tigard Park System Master Plan* and 2004 *Bull Mountain Annexation White Paper on Parks and Open Spaces*. The reason for including the unincorporated Bull Mountain Area is that the City is designated as the ultimate park provider for this area. Under this methodology, the current (2007) residential fee for a single family development is \$4,812 per unit. The current non-residential fee is \$327 per employee. The “improvements-driven” approach used to develop the updated park SDC methodology equates to a standard of service in the 20 acres per thousand population range, as compared with an existing ratio of 7.7 per thousand.

A key feature of the new SDC study, titled the *Parks and Recreation System Development Charges Methodology Update*, is that it assumes deficiencies in the City’s current level of service. Under state SDC statutes, improvement fee SDC revenues must be used only for growth needs and may not be used to remedy deficiencies. For this reason, the parks SDC methodology requires that only a set percentage of a capital project be funded with SDC revenue. This percentage varies by type of improvement. The overall average for all improvement types is 37%. The remaining portion of the project cost (63% overall) must be funded through another source. In the two years since the new methodology’s adoption, the City has been using General Fund revenues and grants to fund the non-SDC portion of projects. However, because of declining balances in the General Fund, this is not a feasible long term funding solution. Until the City obtains a stable non-SDC revenue source, the Park SDCs collected cannot be fully used in developing an expanded parks program within the City.

As suggested, another major issue with the parks SDC methodology is that many of the projects identified on the facilities improvement list are located in the Bull Mountain Urban Services Area. Specifically, \$12.5 million, or 47%, of the aggregate cost of projects included are located within this area. Because it derives no park SDC revenue from new development in the Urban Services Area unless the landowner annexes to the City, Tigard currently has a limited incentive to provide park improvements within this extraterritorial area.

As a potential means to raise non-SDC funds, the Park and Recreation Advisory Board has adopted as another of its 2006-07 goals the consideration of a general obligation bond measure election to be conducted in November 2008, or 2010, to purchase and develop parks and greenways. This is a companion to the board’s proposed and previously mentioned local tax levy election to fund a comprehensive recreation program in Tigard.



## 4 . P A R K S , R E C R E A T I O N , T R A I L S A N D O P E N S P A C E



A new, one-time source of non-SDC matching funds is the Metro Natural Areas Bond Measure, approved by the regional electorate in November 2006. The bond measure provides \$44 million to cities, counties and park districts for projects that protect and improve natural areas, water quality and access to nature. Tigard's local share of bond measure funds is \$1.4 million. The bond measure also provides \$168 million for Metro to purchase properties located within identified large-acre target areas. Portions of two of these, the Fanno Creek and Westside Trail corridors, are located in Tigard. This presents an opportunity for the City to work with Metro to identify available sites within Tigard that qualify for regional bond measure funding.

An additional potential strategy to help meet Tigard's needs for park and facility improvements could include expanding the City's current parks donation program by establishing a parks foundation. This type of foundation, a public-private partnership, could bring new resources to the park system. Examples from across the nation show that such foundations can be effective in generating additional funds for parks. Within the Portland metropolitan area, at least three park providers have established parks foundations to assist with fundraising, land acquisitions, and special projects. Foundations also can help to heighten public awareness for important park issues and protection of the environment. Typical park foundation projects include finding corporate partners to provide contributions for park maintenance and improvements, leveraging grant opportunities, and working with local citizens to coordinate donation and legacy programs.

As noted earlier in reference to the *Tigard Park System Master Plan*, another way of engaging the park finance issue could be partnerships with schools. This could be a cost effective way to take advantage of complementary facilities in areas that are park deficient and where there is little opportunity to acquire vacant land to meet park and recreation needs. As pointed out earlier, three of the neighborhoods identified as park deficient in the master plan do contain elementary schools. The schools include Metzger, C F. Tigard, and Templeton Elementary Schools. So far, the City has not developed a partnership plan with the school district for the renovation and joint use of these or any other school's playgrounds to accommodate increasing populations and meet neighborhood park needs. At the same time, the City has been proactive in working with the Tigard Water District regarding the use of reservoir properties for park purposes. The earlier-mentioned acquisition of a property on Bull Mountain for a combined neighborhood park and underground reservoir is illustrative. Other opportunities under consideration involve the Canterbury and Menlor Reservoir sites.

A successful non-monetary funding source the City currently employs to maintain and improve parks, trails, and open spaces is to work cooperatively with the private non-profits, such as the Tualatin Riverkeepers, Fans of Fanno Creek, Friends of Trees, and local citizen volunteers. Every year, through their engagement in such activities as planting and maintaining trees, restoring natural areas, removing non-native species, and participating in Adopt-a-Path and Adopt-a-Stream Programs, volunteers contribute thousands of hours to improving and maintaining Tigard's park system.



### G. CITY PARK DEVELOPMENT INITIATIVES

Since 2000, the City of Tigard has employed three new ideas and practical approaches to create more active park acreage in the Tigard community. These ideas and approaches have included the first use of a new state program linking livability with the economy and two locally developed approaches involving industrial land for parks.

The first creative financing device was the first-ever use of a twenty-year old Oregon Public Works Loan Program to fund a park project, in this instance, a \$2.3 million, 28-acre Cook Park expansion. The two other devices were legislative changes to the Tigard *Community Development Code* that maximize the use of available land. These included amending the code to make industrial upland available for parks as a temporary use and to make industrial flood land available for permanent park use. The two code amendments were key to the creation of Potso and Bonita Parks.

#### **Oregon Public Works Fund**

In the late 1990's, a comprehensive master plan for the expansion and renovation of Cook Park was developed by a citizen task force working with a park planning consultant. At the time, completion of Cook Park was the City of Tigard's highest priority parks and recreation goal. The Council-"accepted" master plan recommended a phased approach to the plan's implementation using existing revenues. Following this course, completing the park would have taken some ten years. To facilitate an earlier completion date, the City Finance Director researched and developed a creative funding strategy that would allow the City to complete the park expansion in one early phase.

This strategy was to seek a low-interest loan for the master plan's construction cost through the Oregon Economic Community Development Department (OECDD). In 1985, the Oregon Legislature created the Special Public Works Fund Program to provide financial assistance to eligible public entities for the purpose of studying, designing, and building infrastructure. In 2001, the Finance Director was instrumental in obtaining a \$2.3 million OECDD Special Public Works Fund Program loan for Cook Park's expansion. The loan was secured by current and future park SDCs collected by the City. It was made a year after lobby efforts were successful in expanding the list of eligible activities to include parks.

The OECDD loan enabled the City to complete the construction of the Cook Park master plan in one phase ending in 2003, many years earlier than had been anticipated, at a cost savings of \$471,000 in project construction costs in addition to a substantial savings on the cost of borrowing. The Tigard loan is significant as the first-ever park project financed through the now twenty-year-old Oregon Special Public Works Fund and, also, as the state's first instance of linking parks and open space funding with the economy.

Additional cost savings were realized when the city applied for and received a then-maximum \$250,000 Oregon Local Government Park and Recreation Grant for Cook Park construction. Another funding source was a generous bequest from Christine Tupling, a local citizen to whom parks were an important and lasting legacy. Park maintenance cost savings were realized by expanding and upgrading the park's irrigation system to utilize recycled waste water available from a nearby sewage treatment plant.



### **Industrial Land Amendments**

In spite of long-standing local zoning restrictions and restrictive state and regional industrial land policies designed to protect the state and region's industrial land base, in 2000, Tigard developed and adopted innovative code changes to authorize recreational uses within industrial zoning districts. The objective was to provide access to industrial properties for active recreational uses under circumstances that were consistent with local, regional, and state land use laws. The impetus for the changes were potentially available opportunities to help remedy the problem of the high cost and dwindling supply of land suitable for active park development. These opportunities included land that was not available to other industrial users because it was held for future use or not suitable for industrial development.

In one instance, the code changes allowed industrial floodplain to be used for outdoor recreation, provided the recreational use does not otherwise preclude the development of the upland portion of an industrial property. The second, and coincidental, part of the industrial land amendments allows industrial upland, or land located outside flood and wetland areas, to be used conditionally for recreation. This amendment mainly makes available land held for future use or expansion, where the owner has no interest in selling or leasing and, also, where a low impact park use may be compatible or mix well with existing industrial activities.

As with the first, the goal of this second amendment was to make additional land available to meet the outdoor recreation needs of the community, without interfering with, or overwhelming, industrial uses. Land developed for an outdoor recreational use on buildable industrial land would not be removed from the City's industrial land inventory, but would continue to be available for conversion to industrial use as market conditions or expansion plans dictate. By making finer distinctions in classifying industrial land based on its ability to be used, the amendments enabled the City to make more land available for parks without constricting land for companies to grow.

The first use made of the industrial land amendments was to tackle what was, at the time, an increasingly volatile community concern about lack of space for dog owners. In 2002, the new flexibility enabled the City to locate a suitable site for a first-class dog park, called Potso Dog Park. The site was within an industrial area, away from neighborhoods and limited park properties. This park, together with two smaller, newly-created dog parks located in other quadrants of the City, helped to reduce tensions between dog owners and non-dog owners.

The second use made of the amendments relates to the City's creation of a much-needed outdoor recreation space (Bonita Park) in a low-income area without parks. The space is 5.5 acres of industrial floodplain deeded to the City as greenway in 1989 as a condition of City development approval of an industrial subdivision. This occurred at a time when local governments could more easily require a property owner or developer to dedicate land for greenway or other public purpose.

The primary funding source for constructing and equipping this facility were Community Development Block Grant (CDBG) funds. The CDBG is a federal program designed to benefit low and moderate income people. The park project was eligible for CDBG funding because the primary users of the park had low and moderate incomes.

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A Bonita Road pedestrian-activated crossing light serving the park was installed in summer 2003. Park construction was started in the fall of 2003. A park dedication ceremony took place in June 2004. Also completed was a split-rail, cedar fence around a (Native American) heritage plant area. Collaboration with the private, non-profit Friends of Trees, continuing to spring 2005, resulted in the planting of 1,300 native trees and shrubs, mainly in the park's riparian zone.

### K E Y F I N D I N G S

- The system of adding parks and related land and facilities in the City has kept up with growth in the seven years since the *Park System Master Plan's* adoption in 1999, but has not achieved the Plan's aspirational standard.
- Many areas of the City are park deficient.
- The land supply available for parks and open space is becoming smaller and more expensive.
- Given the current density in Tigard, sufficient land for neighborhood parks is unavailable to meet the needs of underserved residential and non-residential areas.
- Many non-City-owned lands and facilities serve the park and leisure needs of Tigard residents.
- The City lacks a trail master plan to guide the development of the trail system and facilitate progress toward its completion.
- The City has regulations in place that effectively provided for block links and pedestrian connectivity in new neighborhoods. At the same time, the City has not been proactive in addressing gaps in the off-street pedestrian system within older neighborhoods.
- The SW Trails Group has identified a trail route within Northeast Tigard that includes on and off street segments and inter-connects with the City of Portland-adopted SW Communities trail network. The group proposes that this route be considered for adoption into the Tigard trail plan.
- In the past, the City has followed a de facto policy of not condemning land for trails. This willing property approach has led to significant missing links in the trail system.
- The trail officially identified by Tigard as the "Powerline Trail" is a segment of a larger inter-jurisdictional trail formally identified as the "Westside Trail" in the Metro Regional Trails Map.
- The City does not operate a recreation program and is not served by a special park and recreation district. In consequence of this, residents have limited opportunities to participate in recreation programs. This deficiency includes ethno-specific activities appealing to Tigard's growing minority populations.
- Overall, City parklands are well maintained. Maintenance problems identified in the 1999 Tigard *Park System Master Plan* have been, or are being, addressed.
- The new Park SDC methodology sets a per-project percentage limit on the use of SDC funds. Some 63% of the cost of park improvements is assigned to non-SDC funding sources. At this time, the City does not have a stable source of revenue that can be used as the companion funding source for capital projects.
- Many of the projects identified in the Parks SDC parks capacity program are located in the Bull Mt Urban Services Area.
- Tigard does not have a parks foundation. Such foundations provide local governments with important additional programs to finance park and open space projects.

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- The City has been proactive in working with the Tigard Water District in regard to the use of reservoir properties for open space. At the same time, the City has not developed a partnership plan with the school district for the renovation and joint use of school playgrounds to meet neighborhood park needs.
- Volunteers annually contribute thousands of hours to Tigard's park system and are a non-monetary funding source for park maintenance and improvements.
- In recent years, the City has developed and employed innovative methods to create more active park acreage to serve community needs. This has included making use of a state infrastructure loan program to expand Cook Park and making certain types of industrially zoned properties available for park uses.



### EVALUATION OF EXISTING FACILITIES

This appendix includes an evaluation by the Parks/Grounds Division of existing park sites and facilities. It also includes recommendations to improve the condition and increase the utilization of existing parks.

#### POCKET PARKS

Pocket parks are small open spaces that are usually less than 2 acres in size. These parks are more costly to maintain than larger sites and are of limited recreational use because of their smaller size. The primary benefit of pocket parks is their contribution to community character and livability. Except for Liberty Park, these sites are not highly used.

##### Liberty Park

Liberty Park, located at the east end of Main Street, is a small open space with trees, shrubs, and benches. It was once garbage-strewn and inhabited by transients. However, since Parks/Grounds Division staff limbed trees and shrubbery to improve visibility, people now cross the busy thoroughfare to eat their lunches in the park. Littering and loitering problems appear to have diminished with the mid-2006 adoption of a ban on alcohol in downtown parks.

##### Main Street Park

This triangular piece of land is bordered on two sides by busy streets (Main Street and Pacific Highway) and on a third side by a sidewalk. The land was left over from the Main Street-Johnson Street realignment and is within the Hwy 99W right-of-way. The park abuts a large apartment complex, which has “adopted” the park and assists with day to day maintenance. The City is responsible for all improvements and repairs to the park.

##### Commercial Park

The park’s proximity to Hwy 99W and the railroad tracks along Commercial Street, in addition to its limited visibility, makes it less than desirable as a play area. There presently are no improvements in this small park. The narrow trail through the park should be improved to make it more convenient, accessible, and safe to use.

##### Ye Old Windmill Park

This park serves more as a community landmark than a functional park facility. Located on the southwest corner of SW 121<sup>st</sup> Avenue and SW Katherine Street, the windmill was built in approximately 1900 to supply well water to nearby residents. The park is not highly used.

#### LINEAR PARKS

The Tigard park system includes two linear parks: Englewood and Fanno Creek. These parks are used primarily for trail-related recreation. Providing additional recreation facilities would expand their functionality.





## APPENDIX A

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### **Englewood Park**

Englewood Park is divided into eastern and western portions, separated by six acres of privately-owned land. Altogether, the 15-acre park contains a little over one mile of paved pathways. The trail located in the eastern portion of the park passes through neighborhoods and wooded areas and along a wetland. The trail right-of-way is minimally maintained. Winter flooding weakens the trail surfaces and substructure and regular upkeep is required to maintain a useable surface. Trail work in 2005 included the resurfacing more than half of the trails in the park.

Throughout the park, the Parks/Grounds Division has emphasized tree planting and maintaining a natural appearance. Recently, the division has undertaken extensive restoration of native habitat in both portions of the park. Currently, playground equipment is located in two areas within the park's western portion. A third more extensive playground is located in the eastern portion of the park. In 2006, the playground in that area was replaced with a new, ADA accessible structure and engineered wood chips. While the park is used primarily for walking, bicycling and running, alcoves with play equipment and other recreation facilities could fill some neighborhood park needs.

### **Fanno Creek Park**

Fanno Creek Park, generally located between SW Main Street and SW Hall Boulevard, currently includes more than 30 acres of open space. In 2002, 9.7 acres east of Hall Boulevard and adjacent to the new City Library were added to the park. A paved, multi-use trail, a segment of the Fanno Creek Trail, extends through the park upstream of Hall Boulevard. Most of the right-of-way is maintained at a minimal level, only as needed for visibility and safety.

Two park benches are located just south of City Hall. Picnic tables have been placed at various points along the trail. Two of three older bridges across Fanno Creek were constructed from flatbed railway cars. An older wood shelter was moved from the inner park to behind City Hall as an informal gathering area. It continues to provide shelter for transients. The park has seen a drop in transient-related problems after a recent alcohol ban in the park. Few opportunities exist for adding recreation facilities that would help fill the need for neighborhood park facilities, because much of the park is within the protected buffer area of the creek and associated wetland areas. In recent years, the floodplain and stream buffer have been cleared of invasive species and replanted with native materials in an effort to enhance the vegetated corridor. As work continues and as they mature, the native plants and the birds and animals they attract will provide viewing opportunities to the public. A shelter with interpretive signage was installed near the library in 2004. A new, prefabricated wood bridge is ready to be added on the trail adjacent to the library site as soon as permits are obtained.

### **TRAILS**

The addition of trails not within a park has contributed significantly to the growing trail system in Tigard. One of the longest stretches outside a park is the Fowler Middle School and Tigard Street sections of the Fanno Creek Trail. These portions of trail cross public property and complete the Fanno Creek trail between Englewood Park and Woodard Park.



## APPENDIX A

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### NEIGHBORHOOD PARKS

Residents of adjacent housing units are the primary users of Tigard's two neighborhood parks. These parks could be renovated to make a greater contribution to fulfilling residents' recreational needs. As improvements are implemented, access for people with disabilities should be provided.

#### Jack Park

This 5.5-acre park is nestled away in its neighborhood. It is accessible from 127<sup>th</sup> and 128<sup>th</sup> Avenues only on foot through easements between residential lots. Parking is along the neighborhood streets. This hillside park is one of the few parks in Tigard that does not regularly experience flooding. Its basketball court is in good condition, and the T-ball/softball field is suitable for pick-up games. Picnic tables are worn and scattered throughout the site. In 2000, a new asphalt pathway was constructed, and the play structure and swings were replaced with updated equipment. Other recent improvements include a drinking fountain and an ADA compliant portable restroom. The installation of irrigation is planned for fall 2007.

#### Woodard Park

Woodard Park is an older neighborhood park on Fanno Creek near Fowler Junior High School. An additional 10 acres was added to the original 3-acre park through two purchases made by Metro using 1995 Open Space Bond Measure funds. A conceptual plan for the 10 acres located east of the creek was developed in 1998. The Oregon Department of Transportation used a portion of the park for a wetland mitigation site. A segment of the Fanno Creek trail was constructed through the park in 2002. This segment is part of the continuous greenway trail that extends from Scholls Ferry Road to Tigard City Hall, with a short gap between Woodard Park and Main Street in Downtown Tigard. The playground and swings were removed from the lower floodplain and replaced with new structures on the upland portion of the park in 2002 and 2003. A drinking fountain, small picnic shelter, and ADA compliant portable restroom were added in 2003. This park is a quiet, mostly passive use park.

#### Northview Park

This 3.5 acre site, located in west Tigard, became a park in 2000. Its original development was financed by a donation from the Neighborhood Association. This money was used to install a fence along the top of the steep slopes forming the park's western and northern borders. Other improvements included a swing set, tire swing, irrigation, and turf installed by the parks crew. Trees have been planted around the perimeter of the park, and the western slope has been planted with native trees and shrubs. A new playground was purchased and installed in 2006. A small shelter is planned for 2007.

#### Bonita Park

This 3.5 acre park was developed on a city-owned .55 acre parcel located along Fanno Creek. In 2003, a Community Development Block Grant allowed the installation of a multi-age playground, a basketball court, a small shelter, drinking fountains, ADA portable restrooms, and turf play areas. Bonita Park has extensive stream and wetland buffer areas that have been cleared of invasive species and replanted with native plants.



### COMMUNITY PARKS

#### Summerlake Park

This 24-acre park is built around Summerlake, which was created by damming Summer Creek. The overall impression is that the park is carefully groomed and maintained. The paved trails and play perimeters make the park usable throughout the year. Restroom facilities also are available year-round. Corners of this park function as neighborhood parks, and providing additional recreation facilities could expand this function. Among many other improvements are soft trails through the park's natural wooded areas and paved trails that circle the entire park. A Little League baseball field and large picnic shelter are available for reservation. Other improvements include two separate play areas, a newly surfaced basketball court, and two newly surfaced tennis courts. In 2003, a now heavily used half acre dog park was installed along with a nearby rhododendron garden that covers almost an acre. Both areas require a high level of maintenance. The park is bordered on two sides by single family development. The residents of these houses are concerned by any change in maintenance practices that occurs within their sections of the park. The most pressing needs in Summerlake Park are the:

- Continued upgrading of play areas to make them accessible to children with disabilities.
- Continued development of areas of the park that are underutilized.

#### Cook Park

At 79 acres, Cook Park is the largest park in Tigard. It is heavily used to the point of overuse. It is the center of community life, serving as the location for both sports activities and community events. Facilities for team sports include volleyball, soccer, softball, baseball, and basketball. The baseball and soccer fields are so heavily scheduled that one delay in league play causes delays throughout the entire day. Because organized sports are given preference, the fields usually are unavailable for informal use most weekends and evenings. The covered group picnic areas are often reserved a year in advance. The parking lot is in good condition, but is not adequate to handle the crowds for major community events. A shuttle from the nearby Tigard High School parking lot is sometimes used to alleviate the problem.

Prior to 1999, park amenities included a restroom, a children's play area, an accessible fishing dock, a boat dock and ramp, 3 soccer fields, 2 baseball fields, parking areas, and other improvements. Construction activities since 1999 have included:

- 20 single unisex restrooms
- A portable restroom trailer near the boat dock, with 6 restrooms and ADA ramps
- A concession stand
- 3 large picnic shelters available for reservations
- 2 interchangeable sports fields (soccer/baseball)
- More than 200 new parking spaces
- A butterfly garden
- A viewing gazebo and 5-acre wetlands within a natural area.
- ADA access for individual picnic tables
- ADA access to fields, facilities, and around gates
- Hard surface (concrete) emergency access between 85<sup>th</sup> Avenue and the park
- A new trail connecting the park to the Tualatin River pedestrian bridge



## APPENDIX A

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Portions of Cook Park are closed during the winter to prevent damage to saturated fields, and to protect the public from weather-related hazards, such as flooding and fallen trees. During this closure, it is still possible for people to hike the trails along the Tualatin River and to use the children's play areas. Restrooms are open and maintained year round. A multi-modal trail extending from Cook Park connects to a completed Durham segment of the Fanno Creek Trail and to the Tualatin River Pedestrian Bridge.

Pressing needs in Cook Park are to:

- Improve the drainage and condition of the sports fields;
- Develop an ADA transition plan to provide access for people with disabilities;
- Upgrade play areas to meet current safety guidelines, provide accessibility, and provide play opportunities for children under 5 years of age; and
- Inform the public about maintenance levels required for the varied areas within the park.

### SPECIAL PURPOSE PARKS

#### **Potso Dog Park**

This 4-acre site is leased from a commercial business. While the entire site is maintained by City personnel, approximately 2 acres is fenced off for use as an off-leash area for dogs. The site is heavily used during evenings, holidays and weekends. The park is closed weekdays until 4:00 PM as a condition of the ground lease. There are several moveable features in the park, including shelters and a water tank that provides drinking water for the dogs. A portable restroom was provided at this site after many inquiries from park users.

#### **“Downtown Park”**

This small pocket park, located along Burnham Street, has no official name. Currently it is used for the display of fixtures that might be used in downtown improvement projects. It will be replaced by a new park and gathering area, as part of the future implf the City Center Urban Renewal Plan.

## **Tigard Comprehensive Plan, Findings, Policies & Implementation Strategies. 1983.**

### **3.5 PARKS, RECREATION AND OPEN SPACE**

#### **Findings**

- In Tigard, public and private organizations can play an important role in providing leisure and recreational opportunities and cultural activities.
- Many of the Tigard School District sites provide recreational needs not found within many of Tigard's parks.
- Small parcels of unbuildable land resulting from urbanization can provide mini-parks or landscaped areas.
- A properly planned and managed system of open space and recreation lands can reduce the impact of urbanization and serve the leisure and aesthetic needs of all residents. The system needs to recognize the relationship between urban uses and the natural character of the land and drainageways.
- The community has indicated a desire for open space linkages which follow scenic routes and connect parks, schools, playgrounds, shopping areas, other public sites and residential areas.
- The City needs to develop an adequate system of open space, recreation lands and facilities to retain and improve livability of the community.
- In the process of planning for a park and recreation system, it is necessary to classify the individual components such as neighborhood parks and the greenway which will or could comprise the park system. In addition, the establishment of a reasonable acquisition and development program requires a listing of priorities and minimum levels of service to be provided. The actual development of such a system requires relating the provision of facilities and services to the particular needs and recreation desires of the residents to be served.

## **POLICIES**

3.5.1 THE CITY SHALL ENCOURAGE PRIVATE ENTERPRISE AND INTERGOVERNMENTAL AGREEMENTS WHICH WILL PROVIDE FOR OPEN SPACE, RECREATION LANDS, FACILITIES, AND PRESERVE NATURAL, SCENIC AND HISTORIC AREAS IN A MANNER CONSISTENT WITH THE AVAILABILITY OF RESOURCES.

3.5.2 THE CITY SHALL COORDINATE WITH THE SCHOOL DISTRICTS TO DEVELOP RECREATIONAL FACILITIES.

3.5.3 THE CITY HAS DESIGNATED THE 100-YEAR FLOODPLAIN OF FANNO CREEK, ITS TRIBUTARIES, AND THE TUALATIN RIVER AS GREENWAY, WHICH WILL BE THE BACKBONE OF THE OPEN SPACE SYSTEM. WHERE LANDFILL AND/OR DEVELOPMENT ARE ALLOWED WITHIN OR ADJACENT TO THE 100-YEAR FLOODPLAIN, THE CITY SHALL REQUIRE THE CONSIDERATION OF DEDICATION OF SUFFICIENT OPEN LAND AREA FOR GREENWAY ADJOINING AND WITHIN THE FLOODPLAIN.

3.5.4 THE CITY SHALL PROVIDE AN INTERCONNECTED PEDESTRIAN/ BIKEPATH THROUGHOUT THE CITY.

(Rev. Ord. 98-19; Ord. 87-66; Ord. 84-36)

## **IMPLEMENTATION STRATEGIES**

1. The Tigard Community Development Code shall require land divisions and major developments to set aside, dedicate land, or pay a fee in lieu of land aside based on standards, and the standards shall provide for:

- a. An area composed of developable lands which may provide active recreation space; and
- b. Adequate passive open space to protect natural resources at the site and protect development from hazard areas.

2. The City shall permit land which is set aside within developments to remain in private ownership provided:

- a. Portions are sufficiently improved and maintained to offer active recreation opportunities;
- b. They do not interfere with the continuity of or access to adjacent greenway lands; and
- c. Easements transferring development rights are dedicated to the public.



3. The Tigard Community Development Code shall indicate flexible design options which mitigate the impacts of required open space and recreation land dedication or reservation.
4. The City shall designate natural park areas within a Tigard Master Parks Plan. The areas will have unique physical or aesthetic features and do not have to be developed to be of recreational use to the community. Areas which have special physical features such as natural watercourses, significant vegetation, scenic vistas, and that provide habitat for wildlife, will be considered.
5. Open space and greenways shall be used to enhance the accessibility to schools and parks by establishing a safe and well-marked trail system which will also connect with significant regional trail systems.
6. Park classifications and standards shall be adopted and a program developed for acquisition and development of a park and open space system to ensure an adequate supply of usable open space and recreational facilities, directly related to the specific needs of the local residents.
7. Streets and drainageways shall be combined with a parkway or greenway concept to permit linkages between open spaces, residential areas, recreation lands and centers of economic activity.
8. The City shall continue to seek assistance of volunteer groups to assist in developing and maintaining parks.
9. Master plans for each park shall be developed. These plans shall identify facilities for each park and ensure development which promotes safe and aesthetically pleasing environments while minimizing the harmful effects of noise, air pollution, vehicular traffic and other negative aspects of urban life.
10. The City shall continue to implement the adopted bike plan by requiring development adjacent to the Greenway to construct their portion of the bikepath system.
11. To augment the scenic benefit of the greenway, the City shall establish the major vehicular transportation routes as scenic or visual corridors. The Park Board should plan and initiate a program (through public and private cooperation) for corridor landscape preservation and/or improvement. (Ord. 87-66)

### **3.6 PARK STANDARDS**

#### **Findings**

- Currently, there are 128.90 acres of City park land in Tigard, 113.98 acres of dedicated greenway, and 1.71 miles of greenway trails.
- There are adopted plans for eight of the nine City parks.
- Although Scheckla Park has not been accepted by the Park Board, the land was dedicated to the City for park purposes.
- Due to recent cut backs in revenues to the City, the City has substantially limited its park maintenance program.
- The City's Park System Development Charge is acquired through new development and is used solely for park acquisition, development or major capital acquisition. Park maintenance is paid for through the City's general fund.

### **POLICIES**

3.6.1 INDIVIDUAL PARK SITES, AS DEFINED BY THE PARKS AND OPEN SPACE STANDARDS AND CLASSIFICATION SYSTEM SHALL BE DEVELOPED ACCORDING TO THE FOLLOWING PRIORITIES:

- a. FACILITIES WITHIN A PARK WILL BE ADJUSTED TO MEET THE NEEDS AND DESIRES OF THE PARK SYSTEM DEVELOPMENT CHARGE (SDC) DISTRICT RESIDENTS AND THE CHARACTERISTICS OF THE SITE. PARK AND/OR RECREATIONAL FACILITIES IN GREATEST DEMAND AND LEAST SUPPLY SHOULD RECEIVE THE HIGHEST DEVELOPMENT PRIORITIES.
- b. PARKS SHOULD BE PLANNED TO ENSURE MAXIMUM BENEFIT TO THE GREATEST NUMBER OF LOCAL RESIDENTS. FOR THIS REASON, ACQUISITION AND DEVELOPMENT OF COMMUNITY LEVEL PARKS SHOULD BE GIVEN THE HIGHEST PRIORITY.
- c. DEVELOPMENT OF ADDITIONAL NEIGHBORHOOD PARKS WILL HAVE A LOWER PRIORITY FOR PUBLIC FUNDING AND ARE

ENCOURAGED TO BE PROVIDED BY THE PRIVATE SECTOR WITHIN PLANNED UNIT DEVELOPMENTS AND MAINTAINED BY HOMEOWNERS ASSOCIATIONS.

d. NEW MINI PARKS HAVE THE LOWEST DEVELOPMENT PRIORITY AND SHOULD BE SUPPLIED AT THE DEVELOPER'S OR NEIGHBORHOOD'S EXPENSE AND MAINTAINED BY A NEIGHBORHOOD ASSOCIATION CREATED AS PART OF THE DEVELOPMENT PROCESS.

e. PROVISION OF REGIONAL PARK FACILITIES WILL ONLY BE CONSIDERED AS AN INTERJURISDICTIONAL PROJECT, AND SHOULD HAVE A LOW PRIORITY UNLESS UNUSUAL CIRCUMSTANCES ARISE.

f. ACCEPTANCE OF ANY LAND DEDICATED FOR PARK PURPOSES SHALL BE BASED UPON ITS USEFULNESS AND ADAPTABILITY TO THE ADOPTED PARK AND OPEN SPACE SYSTEM.

3.6.2 THE CITY SHALL COORDINATE WITH OTHER PUBLIC, PRIVATE ORGANIZATIONS AND AFFECTED PRIVATE PROPERTY OWNERS IN ORDER TO FACILITATE THE IMPLEMENTATION OF THE CITY'S ADOPTED PARK PLANS.

## **IMPLEMENTATION STRATEGIES**

1. The City shall continue to seek revenue sources to facilitate in the implementation of the adopted park plans. The adopted park plans are: Fanno Creek Park, Cook Park, Woodard Park, Jack Park, Summerlake Park, Englewood Park, Liberty Park and Ye Old Windmill Park.

2. The City shall develop a "future park needs assessment" to determine the number of acres needed for future park uses. The current park standards shall be used as a basis for this assessment. The future park needs assessment will specifically address community park needs.

3. As a precondition to development, the City's Community Development Code shall require the dedication of the greenway and park land, if not already dedicated.

4. The City shall continue to implement the adopted pedestrian/bikepath pathway plans.

## Comments from Tigard High School Students 5-18-07

### **What Makes an Ideal Community? Actions Required.**

**Parks, Recreation, and Open Space:** An ideal community has plenty of public parks and protected habitats. Both humans and natural wildlife have plenty of space to be healthy and active.

**Actions Required:** Make more, cleaner, bigger public parks. Protect natural habitats. Opportunities for kids and adults alike for outdoor recreation.

#### **Parks, Recreation, and Open Space:**

People are connected and community is out in the open.

**Action Required:** Expand parks, make sure they are clean and naturally beautiful.

#### **Transportation/Parks/Citizen Involvement:**

Public transportation. Parks and nature trails. Safety/security. Technological advancements.

**Action Required:** Reduced fare or discounts; more routes. Citizen involvement.

#### **Parks, Recreation, and Open Space:**

Cool places to hang out with friends. Swings. Play Structures. Bike Paths.

#### **Parks, Recreation and Open Space:**

Lots of people, lots of cooperation, better, bigger roads. More bus stops.

**Actions Required:** MONEY, more awareness.

#### **Parks, Rec & Open Space:**

Main park trails. Safe environment. Wildlife/Nature preservation. Community Center. Bike paths. Public Meeting ground. (Open forum spot in park or recreation center.)

**Actions Required:** Build a community and recreation center available for citizen use. Cleaner, safer parks. Trails for walk/run/bike. Promoting public activity and involvement.

#### **Parks and Recreation:**

Clean, taken care of plants, nice play structures, mini-golf, basketball courts, safety.

**Actions Required:** Community service. Lots of sun and water. Keep play structures clean. Mini-golf is fun and well worth the \$. Clean up basketball court. Have park police.

**Parks, Recreation and Open Space:**

Place for teenagers to go and have fun (park). Lots of play structures for kids. More parks. Small wildlife place in Tigard. Keep the parks clean, well maintained. Patrol area to make sure the park is not abused.

**Actions Required:** Clean up Metzger Park. More entertainment for kids (paintball, laser tag, etc.) Making animal friendly atmosphere so we can go and observe them. Create a rec center.

**Parks, etc.:**

Larger parks. Clean. Safe for all ages. Something for everybody.

**Actions Required:** Less building of homes. More people to clean parks. Have the parks in a safe area or have police around to make sure everything's okay.

**Parks:**

Nice parks! Tennis courts. Drinking fountains.

**Actions Required:** Build tennis courts. Build lights for them. Build covered tennis courts.

**Parks:**

An ideal community would be one with parks that are very diverse and have a lot of trails, forest, and recreation areas. Also, the Tualatin River would not be nasty (like at Cook Park)!

**Actions Required:** By 2027 expand parks and clean the Tualatin River – that way the river is more inviting.

**Parks:**

Not over developed neighborhoods. Better public transportation and walking/biking options that are realistic. Good rec. center (like Beaverton's).

**Action Required:** Making Fanno Creek more easily accessible. Good rec. center with options (yoga classes, hiking, Pilates, etc.) Cleaner rivers. Connecting paths to other inner city parks.



## Goals

- Provide a wide variety of high quality park services for all residents.
- Create a City-wide network of interconnected pedestrian and bicycle trails.
- Establish a comprehensive recreation program and facilities operated by the City or a special recreation district.
- PROVIDE BOTH NATURAL AND BUILT AREAS (LINK TO NATURAL RESOURCE ELEMENT)

## POLICY BUILDING BLOCKS:

### [S a m p l e]

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Everyone should have access to parks & open space	<ul style="list-style-type: none"><li>• Acquire land [10 green dots]</li><li>• Develop park [6 green dots]</li><li>• Variety of opportunities and facilities [3 green dots]</li><li>• Maintain [5 green]</li><li>• Accessible to all [3 green, 2 yellow]</li><li>• Safe and functional [5 green, 1 yellow]</li></ul>

### Assembled Policy:

Tigard shall acquire, develop, and maintain a diverse system of parks, trails, open spaces, and recreational facilities that are safe, functional, and accessible to all segments of its population.

<p><u>Policy Principle (Cornerstone) :</u></p> <p>Close-by <b>active recreational</b> parks are important to neighborhood livability</p>	<p><u>Other Building Blocks (actions and results)</u></p> <ul style="list-style-type: none"> <li>• Walking distance (1/2 mile) [5 green, 2 yellow]</li> <li>• Include basic rec. opportunities [7 green] (play equip, <b>play sports</b> fields, natural area)</li> <li>• Lineal parks</li> <li>• <b>Active and open spaces</b> [4 green]</li> </ul>
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Assembled Policy:

<p><u>Policy Principle</u></p> <ul style="list-style-type: none"> <li>• <b>Tigard shall establish close-by passive parks</b></li> </ul>	<p><u>Other</u></p> <ul style="list-style-type: none"> <li>• <b>1 mile</b> [2 green]</li> <li>• <b>passive activities</b> [2 green]</li> </ul>

<p><u>Policy Principle (Cornerstone) :</u></p> <p>Need other parks and facilities for complete park system</p>	<p><u>Other Building Blocks (actions and results)</u></p> <ul style="list-style-type: none"> <li>• developed according to adopted park standards [4 green, 1 red]</li> </ul>
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Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Natural areas are important to livability and nature-oriented recreation	<ul style="list-style-type: none"> <li>• acquire [4 green, 1 yellow]</li> <li>• maintain [2 green]</li> <li>• protect [5 green, 1 red]</li> <li>• nature-oriented recreation opportunities [2 green]</li> <li>• trails, interpretive signage [1 green, 3 yellow]</li> </ul>

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Public safety is important	<ul style="list-style-type: none"> <li>• include public safety in planning [3 green, 1 yellow]</li> <li>• design [2 green, 1 yellow]</li> <li>• management [1 green]</li> <li>• Safe Routes (trails) to Schools [3 green, 3 yellow]</li> <li>• Citizen Patrol/ volunteers (utilize Police academy graduates) [2 green, 1 yellow, 3 red]</li> </ul>

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
<p>Sustainability is important</p> <p><b>“Green”</b></p>	<ul style="list-style-type: none"> <li>• integrated into all aspect of park development [4 green, 1 yellow]</li> <li>• <b>“green”</b> Design [4 green]</li> <li>• maintenance [4 green]</li> <li>• Operations [2 green]</li> </ul>

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
<p>Public Involvement is important</p>	<ul style="list-style-type: none"> <li>• residents and businesses [2 green]</li> <li>• information [2 green, 1 yellow]</li> <li>• understandable form [3 green]</li> <li>• effort appropriate to scale of project or program [1 green]</li> <li>• CIP program</li> <li>• <del>need</del> <b>engage</b> board or committee to provide oversight [4green]</li> </ul> <p><b>park board, tree board, master plan, comp plan, etc.</b></p>

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Trails are an important amenity	<ul style="list-style-type: none"> <li>• off-street [5 green, 1 yellow]</li> <li>• interconnected [3 green, 2 red]</li> <li>• designed to minimize impact on environment [3 green, 2 yellow]</li> <li>• <b>connect destinations</b> [4 green, 1 yellow, 1 red]</li> <li>• <b>regional trail tie in</b> [5 green, 1 red]</li> </ul>

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
<p>Adequate funding is essential</p> <p><b>For parks and recreation</b></p>	<ul style="list-style-type: none"> <li>• needed to acquire land [5 green]</li> <li>• needed for maintenance [3 green]</li> <li>• needed for public safety [3 green]</li> <li>• form partnerships to share costs [2 green]</li> <li>• use volunteers to restore and maintain [1 green]</li> <li>• SDC main source [1 yellow]</li> <li>• Land dedications in lieu of SDC</li> <li>• <b>On-going recreation program</b> [1 green]</li> <li>• <b>Build and maintain recreation center &amp; facilities</b> [2 green]</li> </ul>

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Recreation program is needed	<ul style="list-style-type: none"> <li>• General fund [1 green, 2 red]</li> <li>• dedicated funding source [4 green]</li> <li>• User fees [2 green, 1 yellow, 3 red]</li> <li>• Or district [1 green]</li> <li>• Includes sports fields, rec center, and programs for all ages [5 green]</li> </ul>

Note: Tigard is Oregon's 11<sup>th</sup> most populous city. At the same time, it is one of only two of the state's 26 most populous cities without a recreation program.

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Volunteers play key roles	<ul style="list-style-type: none"> <li>• Coordinate with <del>environmental</del> community groups [5 green]</li> <li>• Adopt a trail/park groups [2 green]</li> <li>• Ad hoc work parties [1 green, 2 yellow]</li> <li>• City lobby efforts for state funding [2 green, 1yellow]</li> </ul>

Assembled Policy:

<u>Policy Principle (Cornerstone) :</u>	<u>Other Building Blocks (actions and results)</u>
Maintenance is important	<ul style="list-style-type: none"> <li>• Preserve natural resources [5 green]</li> <li>• Meet ADA requirements [2 green, 2 yellow]</li> <li>• Provide funding for a high level of maintenance [7 green]</li> <li>• Partnerships [6 green, 1 yellow, 1 red]</li> <li>• Include parks and facilities [4 green]</li> </ul>

Assembled Policy:

# **Parks, Recreation, Trails, and Open Spaces Goal, Policies, and [Action Measures]**

## **Goals**

- Provide a wide variety of high quality park and open spaces for all residents.
- Provide both developed areas with facilities for active recreation and undeveloped areas for nature-oriented recreation.
- Protect and enhance valuable natural resources located within the park and open space system.
- Create a City-wide network of interconnected pedestrian and bicycle trails.
- Develop full-service recreational facilities and establish a comprehensive recreation program; providing a wide range of recreational, cultural, and educational activities; operated by the City or a special recreation district.

## **Policies**

### **Administration, Planning, Coordination, and Communication:**

1. Tigard shall acquire, develop, and maintain a diverse system of parks, trails, open space, and recreational facilities that are safe, functional, and accessible to all segments of its population.
2. The City shall acquire and improve natural areas located within a mile of every Tigard resident to provide passive recreational opportunities.
3. The City shall seek to achieve or exceed the ideal park service level standard of 11.0 acres [of parkland] per thousand population.
3. The City shall develop neighborhood parks [or neighborhood park facilities



within other parks, such as a linear park] located within a half mile of every resident to provide access to active and passive recreation opportunities for residents of all ages.

4. The City shall develop other parks, including linear parks, special use facilities, urban plazas, skate parks, and pet areas, consistent with the descriptions and standards contained in the park system master plan.

~~5.~~ The City shall acquire and manage **some** open spaces to **solely** provide protection of natural resources.~~†and~~

~~6. The City shall acquire and manage~~ **other** open spaces to **additionally** provide nature-oriented outdoor recreation and trail-related activities}

7. The City shall ensure public safety is a major consideration in the planning, design, and management of parks, open spaces and trails.

8. The City shall integrate green\* concepts into park and open space design, maintenance, and operations.

9. In addition to standing committees, such as the Park and Recreation Advisory Board and the Tree Board, the City shall involve its residents and businesses as active participants and partners in all aspects of providing park and recreational services, including park system master planning and City comprehensive planning efforts.

10. The City shall ensure that the community at large is adequately informed of recreation opportunities and programs; issues affecting the parks, open space and recreation system; and volunteer opportunities.

## **Trails**

11. The City shall create an interconnected regional and local system of trails and paths that link together neighborhoods, parks, open spaces, major urban activity centers, and regional recreational opportunities.

12. The City shall design and build greenway trails and paths to minimize their

impact on the environment.

## **Funding**

13. The City shall, either directly or in coordination with other stakeholders and agencies, seek opportunities to acquire public open space. **and also to develop**

~~14. The City shall seek public funding to build recreational facilities and operate~~ **provide** a full service recreational program.

15. The City shall build and maintain partnerships with other governmental and private agencies and organizations to optimize funding and facility resources and improve park and recreational opportunities.

16. When considering acquisition of new parkland and open space, the City shall identify funding for required maintenance and public safety activities.

17. The City shall require all development to pay a parks system development charge. **or to dedicate open space in lieu of a park system development charge.**

18. The City shall insure that any land dedicated to the City in lieu of a parks system development charge meets the needs, goals, and objectives identified in the *Comprehensive Plan* and *Parks System Master Plan* and has been evaluated according to the criteria listed in the comprehensive plan policy (#25) governing land donations.

## **Recreation Program**

19. If adequately funded, the City shall establish a recreation program served by high quality community facilities (that may include recreation centers, aquatic facilities, sports fields, and tennis and basketball courts) in various locations throughout the City.

## **Volunteers**

20. The City shall continue to encourage and recognize the important role of

volunteers and community groups in meeting City park, trail, open space, and recreation needs and in building stewardship and promoting community pride.

## **Maintenance and Operation**

21. The City shall maintain and manage its parks and open space resources in ways that preserve, protect, and restore Tigard's natural resources, including rare or state and federally listed species, and provide "nature in the city".

22. The City shall provide funding for a high level of park, open space, and recreational facility maintenance.

23. The City shall work with all elements of the community to provide and manage a fully functional "urban forest."

~~{~~The City shall seek the assistance of volunteer groups and other community partners to help in maintaining parks, trails, and open spaces~~+~~.

24. The City shall continue to improve access to neighborhood parks and other facilities according to the City's Americans with Disabilities Act plan.

25. Acceptance of any land donated for park purposes shall be based upon its usefulness and adaptability to the ~~adopted~~ parks and open space system ~~plan~~. The following shall be taken into consideration when making a decision regarding the acceptance of a proposed property donation.

- a. The property's location within the City's proposed greenway\* system;
- b. Its location bordering an existing park or greenway ;
- c. The degree to which the property meets the "site selection criteria" for the facility type corresponding to its intended use as listed in the Park System Master Plan;
- ~~—— [d. The utility of the property for the City's intended purposes;]~~
- h. The occurrence within the property of unique or significant natural or cultural resources.
- e. The condition of the property and the City's liability for any potential problems **or maintenance needs** associated with its condition;

- f. If landlocked, or enclosed within non-city owned land, the right of entry or **public** passage through the non-city owned land;
  - g. The existing owner's awareness and acknowledgement that the control over public access passes to the City and its officers with the donation.
26. City-owned property may be used for private wetlands mitigation. The City will consider proposals for such mitigation on a case by case basis, subject to the following:
- a. It can be demonstrated that there is benefit to the City and the general public;
  - b. The mitigation must provide a documented physical enhancement of existing wetland;
  - c. The City should be compensated for the use of the area either through rent, lump sum payment, benefit to the City, or as agreed to by the City Council;
  - d. The wetland mitigation should demonstrate no additional cost to the City for maintenance or other factors, unless acceptable to the City Council; [Res 96-42]
  - e. Should the City consent to the private use of City-owned property, the applicant shall obtain a City Sensitive land permit and all other necessary permits and approvals for the proposed work. The required joint state/federal wetlands application shall explicitly state that the City is not a party to the permit and enforcement of the permit will be directed solely against the developer.

## ACTION MEASURES

### **Administration, Planning, Coordination, and Communication:**

1. Regularly update the Parks System Master Plan (every 5 to 10 years) to ensure it continues to address the changing needs of the City. Update sections of the document more frequently with an amendment or other process to reflect the results of major policy or planning initiatives.

2. Develop master plans for each park that: identify the locations and types of development that will occur in the park, **preserve natural areas**, and ensure development that promotes safe and aesthetically pleasing environments.

**[3. Seek to achieve or exceed the ideal park service level standard of 11.0 acres [of parkland] per thousand population.]**

3. Consider and respond to Tigard's social and demographic characteristics, including its cultural diversity, when planning for and investing in park improvements.

4. Consider the development of a partnership plan with the school district for the renovation and joint use of school grounds in park deficient areas to meet neighborhood park needs.

5. Coordinate with and support Metro, Oregon State Parks, the National Park Service and other agencies and that provide parks, open spaces, and recreational activities in or near Tigard.

6. Promote a safe environment in the City's parks and open spaces through on-going contact and coordination with public safety officials.

7. Consider the development of a marketing and communication plan to inform the public about the value of parks and the recreational services they provide.

8. As part of Action Measure 7, develop and distribute maps and brochures to educate users about the park and open space system and promote appropriate use.

### **Trails:**

9. Complete a trail system master plan to guide the development of the trail system and facilitate progress toward its completion.

10. Complete a City-wide inventory and prioritization of opportunities for short pathway connections that increase bicycle and pedestrian connectivity and complement the greenway and on-street bicycle/pedestrian systems.
11. Add to the park system master plan map:
  - A. The Tigard portions of two “regionally significant” trails: the Westside Trail (formerly, the Powerline Trail) and the Washington Square Loop Trail.
  - B. The on- and off-street route identified by the SW Trails Group that interconnects the Washington Square Loop Trail with the Portland Urban Trail Number 5, which ends at SW Dickinson and SW 65<sup>th</sup>.
12. Develop trail standards for the many trail systems, sizes, and materials needed in different settings.
13. Coordinate trail development and maintenance activities with natural resource management objectives and activities.
14. As needed, furnish trails with amenities, such as interpretive and directional signage, benches, drinking fountains, parking and staging areas, and other services.
15. If adequate resources are available, use automated systems to systematically map and document trail easements, right-of-way dedications, proposed alignments, and current trail locations.

**Funding:**

16. Revise and update the Park System Development Charge (SDC) Methodology to reflect current land and development costs and to consider:
  - A. The development of a dependable, long term funding source or sources that can be used to provide the ~~\$16.8 million, or 63%~~ in overall project costs assigned to non-SDC funding sources in the SDC study’s capital improvement program. (See 17 below.)
  - B. Adjustments to the ~~\$12.5 million of~~ extraterritorial (Urban Growth Area) improvement projects identified in the SDC capital improvement program.
  - C. Adjustments to the SDC fee structure that reflect realistic non-SDC revenue expectations.

17. Consider seeking voter approval, as early as November 2008 and no later than November 2010, to issue general obligation bonds for needed park and open space acquisitions and improvements.
18. When feasible, utilize alternative methods to acquire and develop open space, parks, and trails, including local improvement districts, purchase of easements and development rights, life estates, etc.
19. Work to increase grants and donations from new sources for operating and capital funding.
20. Consider the establishment of a parks foundation to assist with fund raising, and acquisition, and special projects.
21. Explore additional ways to acknowledge and recognize sponsors and donors.
22. Continue to use park reservation fee schedules that provide cost recovery balanced against needed services. Provide services to City residents at lower costs than to non-residents.
23. Continue efforts to involve the public in the allocation of and request for funds.

#### **Recreation Program:**

24. Consider seeking voter approval, as early as November 2008, for a local tax levy to build recreational facilities; consisting of recreations centers, aquatic facilities, sports fields, and tennis and basketball courts; and finance a full-scale recreation program

#### **Accessibility:**

25. When feasible, make parks, trails, and open spaces universally accessible by as many people as possible.
26. Provide public access to public open space in ways that protect sensitive natural resources.

#### **Volunteers:**

27. Continue to seek the assistance of volunteer groups to help in developing and maintaining parks, trails, and open spaces.
28. Create volunteer opportunities and support those who want to participate in making ideas, projects, and events happen in their neighborhood parks.

29. Develop and apply administrative policies and procedures for use of volunteer resources.

### **Maintenance and Operations:**

30. Continue to develop and implement specific management plans and maintenance programs for the **high level maintenance of** ~~for all of~~ the City's park and open space lands.

31. Seek opportunities to introduce more environmentally-friendly, **sustainable science-based** practices, including measures to increase re-use and recycling programs, on-site filtration, integrated pest management, and other Best Management Practices.

-- **Develop and implement an urban forestry program to improve the condition of Tigard's urban forest through effective management decisions.**

32. When feasible and appropriate, include natural resources studies and monitoring in the City's management of public open spaces and related natural resources.

33. Remove and control non-native plants, including noxious weeds, in natural areas, where feasible and appropriate.

34. Identify funding for required maintenance and management activities when considering acquisition of new parkland and open space.

35. Where applicable, take into consideration the costs of public safety services when considering acquisition of new parkland and open space.

36. Inform the public about maintenance and management requirements for the City's various types of parks, recreation facilities, trails, and open spaces, as for example by posting maintenance plans on the City webpage.